

## Safer Journey 2020, Strategy into Implementation

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### Abstract

This paper will illustrate the programme of work undertaken by Wellington District Police as it has developed the Safer Journey 2020 (SJ2020) strategy into an effective deployment model.

When first released to Police, the strategy and its 13 themes were initially seen as overarching the established 'fatal five' deliverables. It soon became apparent that a more holistic approach was required to achieve the desired outcomes, especially for Police Commanders. However it also needed to include community involvement by applying shared responsibilities in order to tackle the risks using a toolbox of educative approaches beyond pure enforcement.

Police in the Wellington District initially developed a tasking tool based on the 13 themes of the strategy, and the newly templated Road Safety Action Plans (RSAP). This identified individual tasks that would achieve the desired outcomes of the *SJ2020* strategy.

As the model matured, Police could visually see how the themes align across its own business. The outcomes ensured that the finite police resource was exemplifying best practice and value for money, while giving some surety against slippage or under delivery.

Within 18 months of the SJ2020 launch, Police introduced its *'Prevention First Strategy'*. One of the principles of this strategy is to prevent crime and crash, as opposed to responding to its effects.

The established Wellington District Road Policing (RP) model has dovetailed itself against this strategy by mirroring the themes of working with partners, delivering locally-led prevention programs and improving road safety education.

This paper will demonstrate the practice being used, the improved intelligence documents, the new tasking tool and Area-based risks matrix. It will validate the coordination process for delivering road safety themes through a single prevention theme and illustrate the beneficial shift across the outcome performance measures.

**Keywords:** Safer Journeys, road safety, road policing, delivery alignment

### 1. Introduction

Within the Safer Journeys Strategy 2010-2020 (SJ2020), the four Safe System pillars: Safer Roads and Road Side, Safer Speeds, Safer Vehicles and Safer Road Users was broadened to thirteen themes. The intent being to capture both current and emerging risks within this country's roading network.

Its high level goals include the values that the roading networks accommodate human error, seek improvement in road user behavior, seek to decrease fatalities and serious crashes injuries and improves the use of partnerships.

Throughout the last 10 years Police have been messaging and enforcing the “fatal five”: speed, drink and drugged driving, restraints, careless/dangerous driving and high risk drivers. Whether intentional or not, the fatal five were identifiable, understood, measurable and had a good public fit. These themes represented what was perceived internally and by the public, that the road safety risks were in a limited sub set. These fatal five themes were generally being directed against a narrower driving environment, and clearly did not target the entire threat. Expansion to a wider set of risks and promoting that the “above average driver “ was as likely to be contributing to serious injury / death as either the victim or offender remained continuous. In contrast to the fatal five, the SJ2020’s 13 themes strongly link to community concerns, offering a broader base, yet with more definitive localised community applications.

Supporting SJ2020 was the New Zealand Road Policing Programme (RPP), an annual document which detailed policing roles, desired expectations, actions and funding. The programme requires Police to deliver activity through the Road Safety Action Plan (RSAP), an instrument owned by the Territorial Local Authority (TLA) or Road Controlling Authority, the bases of which are the SJ2020, 13 themes. The RSAP with the new themes containing measurable expectation tests Police thinking and our delivery options.

Wellington Police were presented with this mandated strategy. Its 13 themed programme clearly messaged what was expected to be delivered, however a balance needed to be struck between risk and demand as police delivery capabilities would be lessened against these themes if all were to be considered. As such an improved internal model was required if the road policing elements of the programme were to remain sustainable.

For the Wellington Police, as described by Henry Mitzberg, (Ishikawa, 1985) the District “*as an organisation... had implemented a strategy but were lacking the clear articulation of our mission, goals, or objectives through the development of a plan*”. A plan would ensure delivery across the risk themes, from which improvements in motorist safety could be realised. The scene was set to take the strategy and the vision of its writers; to deliver road safety against the broader Wellington road safety risks, while ensuring beneficial change within a 10 year time frame.

## **2. Evidencing the Need for Change**

In 2011, the Wellington Police District commenced a programme of work, the intention being:

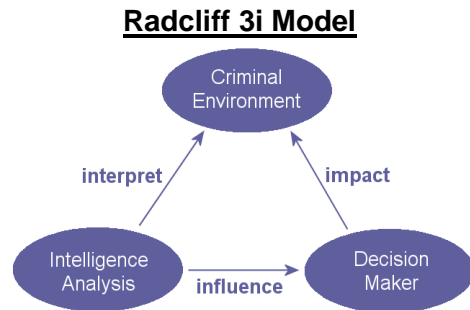
- greater delivery to the SJ2020 themes
- improved alignment with external partners
- meet the performance level agreements
- tailor themes and deployment to specific risk

The change process was initiated using Total Quality Management principals (TQM) (Cua, McKone, Schroeder R. 2001) and included a number of key drivers:

1. consistent senior managers who had a clear mandate to deliver road safety
2. utilisation of intelligence modeling within road safety
3. development of a Piers matrix to influence the tactical thinking of the Five Police Commands within the District
4. increased staff awareness of new performance measures (value for money, continuous improvement and deployment to risk)
5. remodeling of the RSAP to reflect a planning model
6. the requirement from Police National Headquarters to validate effort
7. re-rostering and alignment of all RP staff under a single Tasking and Coordination model

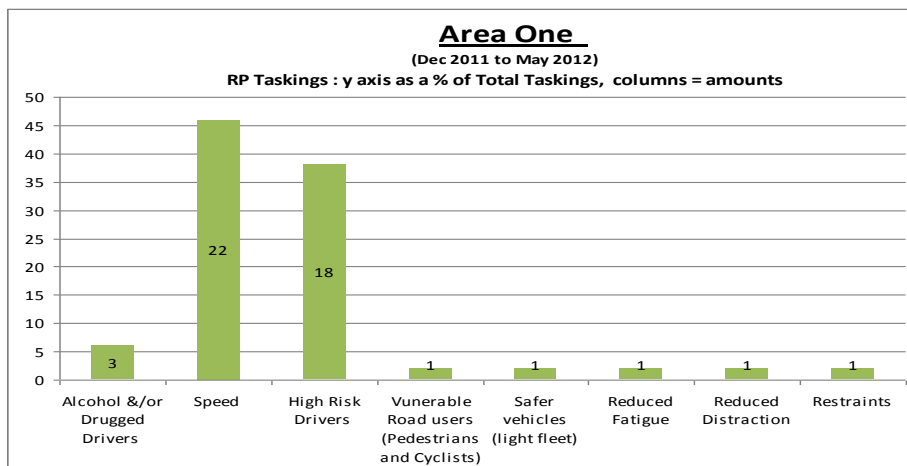
8. the introduction of the NZ Police 2011 Prevention Strategy, having road safety (RS) as one of five key drivers

At the commencement of the change process, Police were continuing to advocate intelligence (Intel)-led policing under the Radcliff 3i model (Figure 1) (Ratcliffe. 2005). This involves developing and maintaining a detailed picture of the criminal behavior patterns in order to intervene.



**Figure 1. Radcliff 3i Model**

The intelligence model was as relevant to road safety and SJ2020 as it was to crime. However analysis of taskings showed that the majority of deployments remained predominantly aligned to the fatal five and were minimal in their application, principally due to rostering and the imbalance between response (calls for immediate service) and prevention. Over the previous 12 month period, Police commitment to programmes within the RSAP was as much as 60% less than that agreed. The graph (Figure 2) examples the total recorded road policing taskings for 6 months across one of the Areas, and illustrates the mismatch between recognising and delivering the nationally higher priority themes.

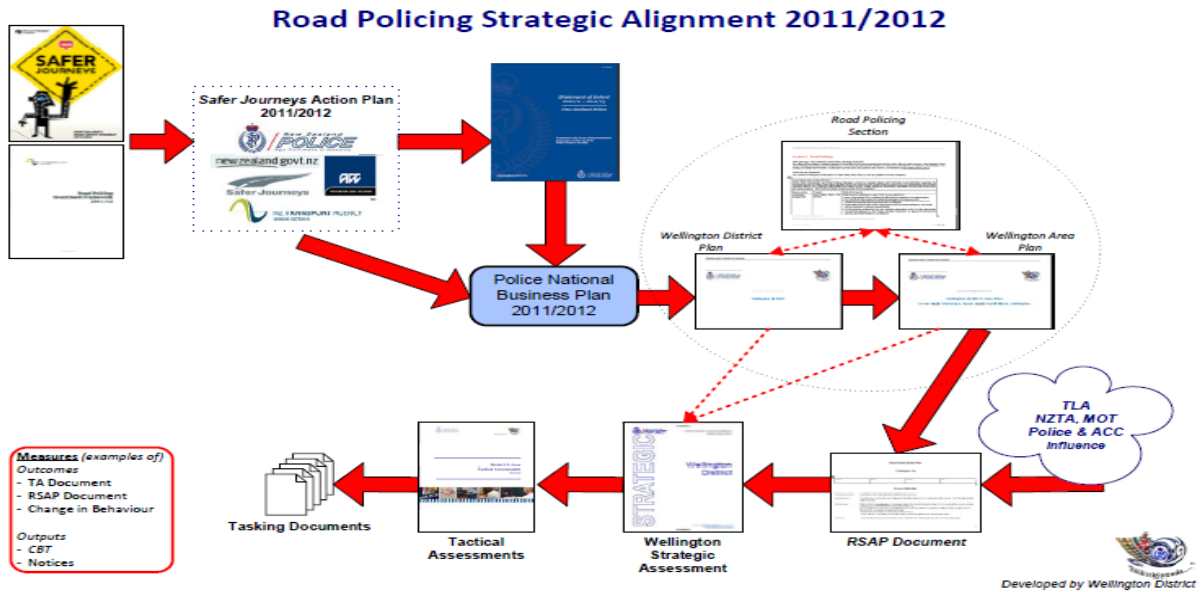


**Figure 2. Total RP Taskings**

With four similar examples, the District illustrated delivery to road safety and the agreements within each RSAP was difficult to validate. Six independent Area rosters were limiting police to a “response” capability only with limited capacity for preventive applications. For SJ2020 to be effective, a greater level of exposure, recording and commitment was required, including business changes and a culture shift.

### 3. Messaging SJ2020

To inform managers of the linkages between SJ2020, Police and the RS funding element which was driving 23% of the business, a process map was introduced into the District Plan. (Figure 3)



**Figure 3. Road Policing Strategic Alignment**

This was supported by senior management attending their respective Territorial Authority (TLA) RSAP quarterly meetings, thus ensuring that the “contract” with Police would secure greater capability and responsiveness across all relevant police units. It was recognised within Police, that neither the RSAP document nor the SJ2020 had sufficient exposure beyond their road safety practitioners. Improving this limited reader base was critical as we moved through the transition stages.

Having sporadic deployments by general patrols, and despite more structured delivery by Strategic Traffic Units (STU), we were not unlike other Districts, in that local traffic staff remained responsible for the majority of road safety delivery. It became apparent that while the model was fundamentally sound, as was the intended delivery, a more structured approach, built on the SJ2020 themes, with an educative and enforcement influence was required.

The next communication tool developed was the Piers chart, highlighting prevention, intelligence, enforcement, reassurance and support (Figure 4).

Completed by influential staff at an Area level, these charts were populated with local activity across the 13 themes. As an education and tasking tool, the Piers chart gave a single point of reference without sourcing either the original RSAP document or the strategy. While the chart below is not populated, the full version visually illustrates where police resources are applied, the high or low risk, the style of enforcement activity, and where effort would not be undertaken.

## Wellington District PIERS Matrix

PIERS	Reducing alcohol drug	Increasing the safety of young drivers	Safe roads and road sides	Safe speeds	Increasing the safety of motorcycles	Improving the safety of the light fleet	Safe walking and cycling	Improving the safety of heavy motor vehicles	Fatigue	Distraction	High Risk Drivers	Restraints	Increasing the safety for older New Zealanders
Prevention													
Intelligence													
Enforcement													
Reassurance													
Support													

**Graduated Driver breaches at schools**

**School patrols for 0900 & 1500 hrs**

**Long weekend high visibility presence on main routes**

Figure 4. District Piers Matrix

### 4. NZ Police Prevention Strategy

In 2011, the NZP adopted its Prevention Strategy, putting prevention at the forefront of the organisation (Figure 5). The commitment to the Government included a 4% shift of Police effort to prevention tasks. Five crime drivers formed the pillars of this programme, with one pillar and change enabler being road policing, delivering against SJ2020. This strategy validated the need to work closely with communities on RS programmes.



Figure 5. Prevention First Model

This strategy both aligned and strengthened Wellington’s road safety vision. Its introduction was timely in this change process, as the added exposure ensured that road policing would remain

front of mind in the coming years. This was despite the risk of a reduced focus, due to declining road statistics, and a corresponding reduction in the relevance of enforcement.

Central to the NZP Prevention Strategy was the Deployment Model which included Workforce Management. This sought improvement in practices concerning managing employee numbers, performance measurements, the use of intelligence, demand profiling and the strategic priority recognition. Critical was Tasking and Coordination (T&C).

The strategy supported a District road policing model that through its collective strength would advance the current RS picture, along with ensuring that each Area would maintain a road safety response. It was agreed that a singular Tasking and Coordination model across one District RP group could deliver 50% of all road safety activity.

Supported by the interrogation of intelligence gained through crash, traffic flow, road watch and KiwiRap data, and by factoring in staff numbers, Police identified a picture or demand window of 128 hrs per week across the total available 168 hours. From this, a response and prevention roster was developed that could provide improved coverage to the wider communities.

Through roster reviews and workforce management oversight, the beneficial savings of exposing staff to such a roster had a demonstrable increasing variance from between 7 to 139%, with a total average positive change of 56%. (Figure 6)

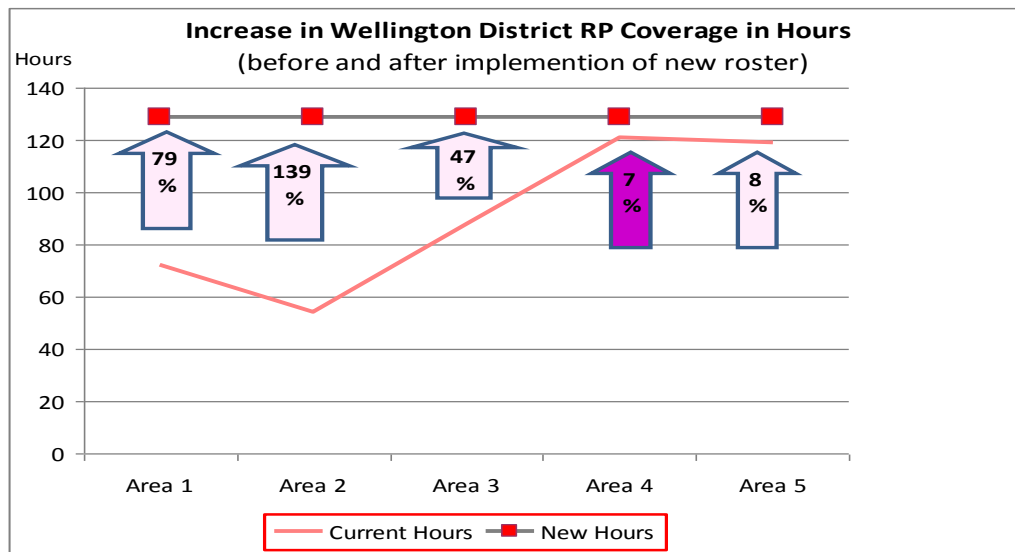


Figure 6. Increase Coverage Wellington District

## 5. The Tasking Model

The second most significant change occurred with the expansion of the Wellington District Road Policing Group Microsoft SharePoint Tasking Tool. As a sharing programme tool, its streamlining of management practices enabled deployments against specific risks, by TLA, Area, and SJ2020 theme. It aligns to the RSAP format and offers improved reporting functionality. The programme enables “Just In Time” (JIT) (Maskell.1991) processes to be incorporated at the singular entry point (Figure 7). The process devolves responsibility to the sectional sergeant, who receives, executes and results the tasking through the same electronic document. Being automated, the back office accountancy, in relation to recovering the "returns" has been eliminated. By ensuring

that the taskings have no empirical targets, allows staff to focus on quality not productivity. Its success has subsequently lead to the SJ20202 themes being loaded on to the National Police template, thus increasing road safety thinking with subsequent beneficial messaging across the organisation.

Wellington > District High Risk Driver/Person Taskings > New Item

### District High Risk Driver/Person Taskings: New Item

The content of this item will be sent as an e-mail message to the person or group assigned to the item.

OK Cancel

Attach File Spelling... \* indicates a required field

Event/Location \*

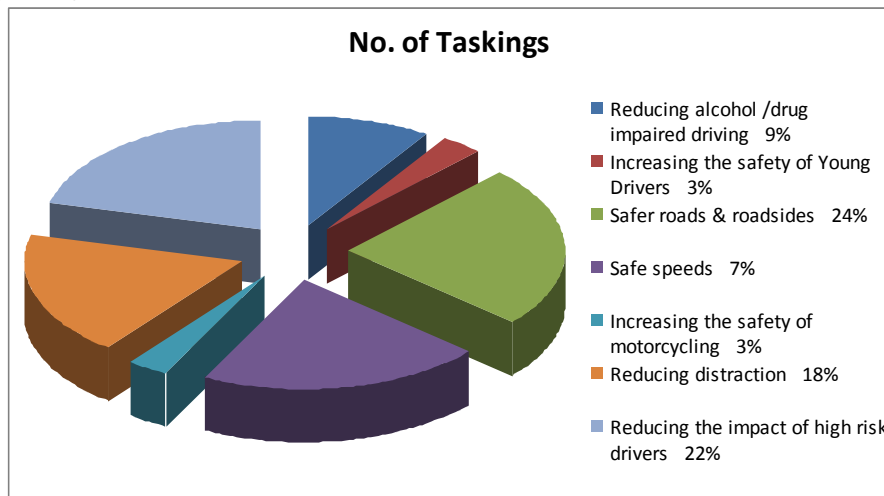
Safer Journeys 2020 Theme Link

- Reducing alcohol/drug impaired driving
- Increasing the safety of young drivers
- Safer roads and roadsides
- Safe speeds
- Increasing the safety of motorcycling
- Improving the safety of the light fleet
- Safe walking and cycling
- Improving the safety of heavy vehicles
- Reducing the impact of fatigue
- Reducing distraction
- Reducing the impact of high risk drivers
- Increasing the level of restraint use
- Increasing the safety of older New Zealanders

Task Status  Assigned

**Figure 7. SharePoint Tasking**

The programmes ability to recover performance data (by tasking) across all themes, satisfies the community partners while also offering a visual reporting picture on the application of Police resources (Figure 8).



**Figure 8. Tasking Application**

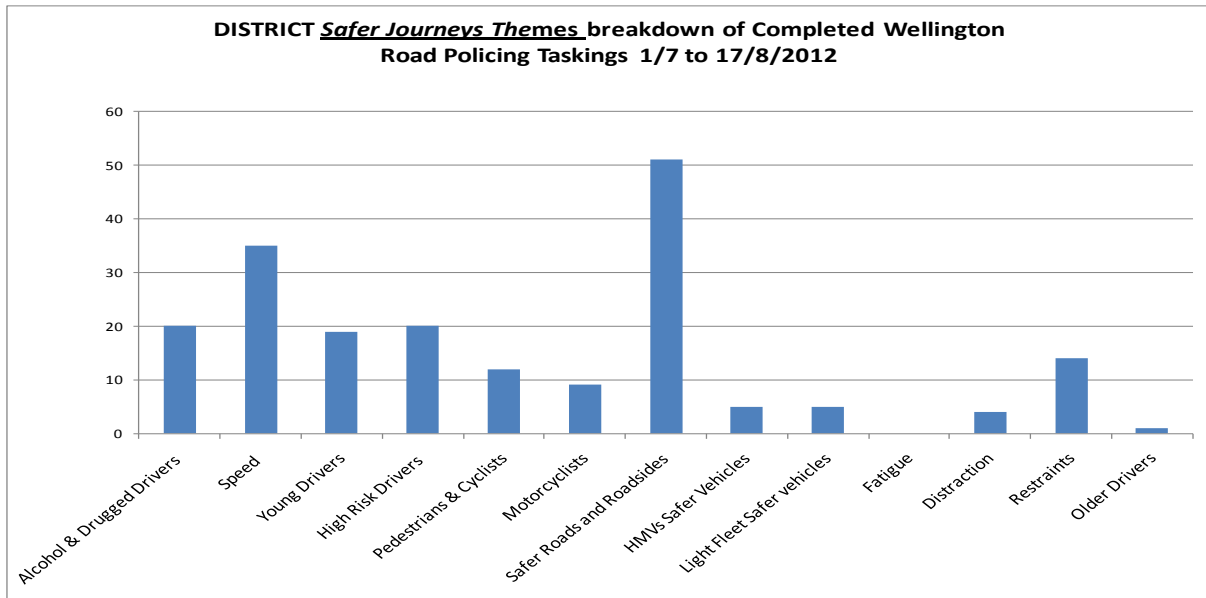
Further progress was made in 2012, following a review undertaken by the New Zealand Transport Agency (NZTA). This resulted in the Wellington City Council and Police remodeling its RSAP document, as the SJ2020 template had more focus than was necessary on exemplifying delivery effort and counting productivity, as opposed to demonstrating collective partnerships and planning.

## 6. Realignment

By mid 2012, the alignment of all Road Policing staff rosters was completed. By aligning local STU staff under the single District Road Policing Group, staff numbers increased from 28 to 86 members. This included a management unit of three experienced Senior Sergeants, who are

responsible for developing prevention themes, creating taskings, and operationally managing the unit. Each of the 19 person sections has a response and prevention capability. The increased visual capacity for both general and specific targeting opportunities has connected with staff who already utilise well founded deterrence principals (Homel, 1990).

The benefits of the collective group are still being realised. However, in the initial tasking application, (Figure 9) sustainable deployments not only increased by an excess of 60% for the coming six month period, but the taskings better reflected more balanced application to District risks.



**Figure 9. RP Taskings**

The alignment has created long term planning opportunities as opposed to short term reactive responses, principally due to the collective capability of staff, singular rostering and a workforce management oversight, all exemplified through the SharePoint application.

The new structure however did require getting the “right people on the bus”. Critical to the programmes success to date, has been the communication of the collective deployment benefits which could now meet the response needs of both Police and community, something that is in the hearts and minds of most police. All staff share the responsibility for the continual improvement of the programme, although excluding the senior management, the key change enablers are the Sergeants within the 3 sections, who are empowered to develop road safety initiatives. None the less, the expansion was not without some human resource hurdles.

## 7. Conclusion

The Prevention First concept coupled with Work Force Management and the amalgamation of the groups has minimised duplication, provided a consistent approach, and given increased deployment capability to what were less productive teams at Area level. The benefits have included:

- single tasking and coordination
- increased visibility across response and prevention
- an ability to deliver a response capability over significant demand periods
- an ability to provide a sustained prevention resource across community risks



- coordinate improvement of road policing training, leave management and resource utilisation
- confidence by RSC on police completing agreed outcomes

The programme has focused on demonstrating continuous improvement against what is currently a very fluid environment for police as we validate our investment spend. It supports collaborative team work, which forms the bases of police operational deployments as it is fundamental to staff on the front line.

The single management structure and the subject matter experts guarantee the decision making will be to the benefit of the District. Finally, the recent changes now show an implementation plan with continued “planning activity” which supports the national strategy, the collective effort and enhanced deployment thinking.

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